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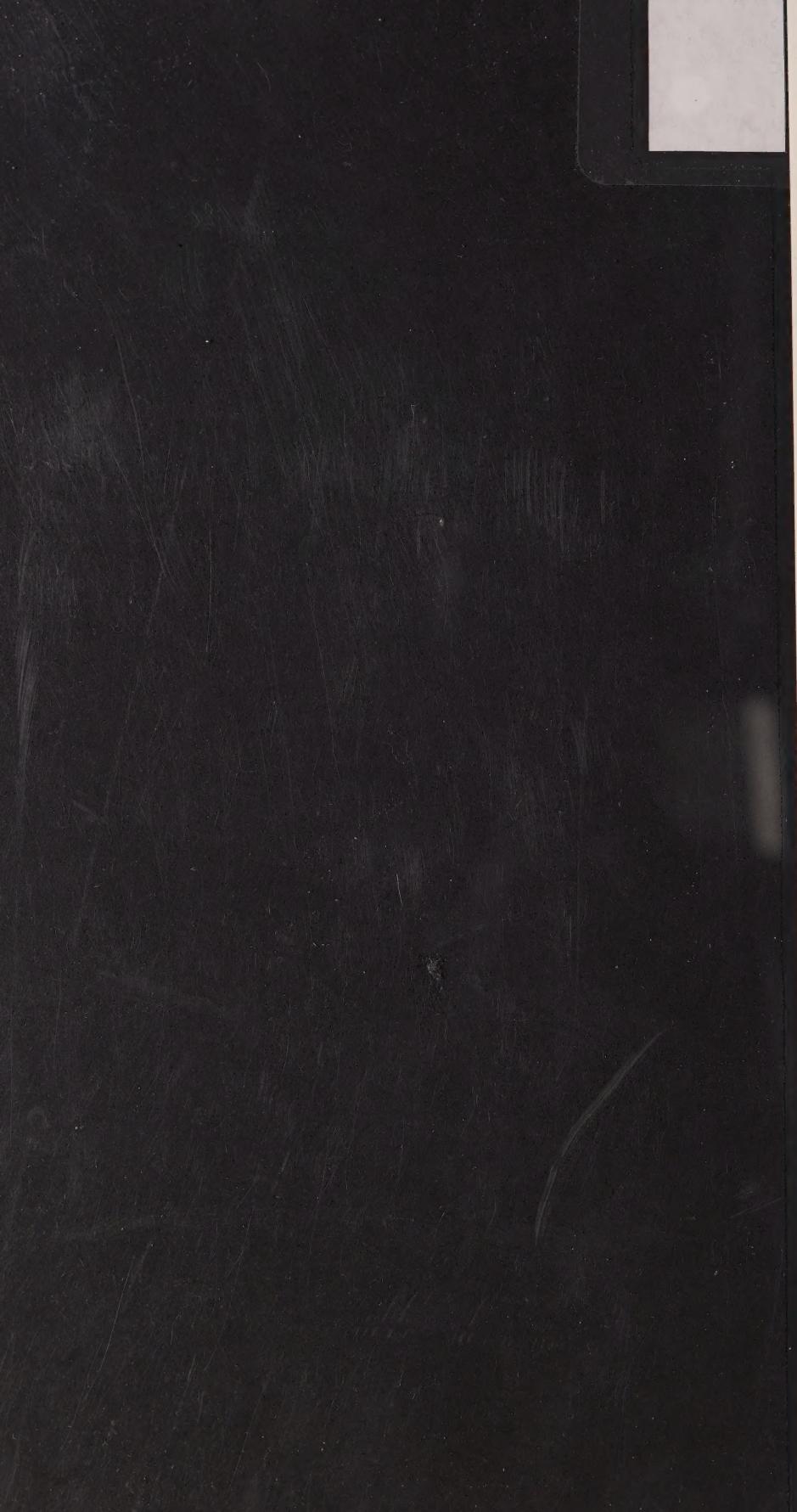
How

NATO

Works



Department of External Affairs
Ottawa, Canada



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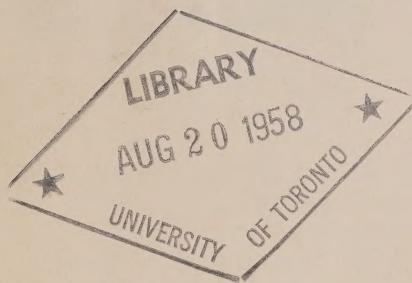
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Paul-Henri Spaak

Ministerial meetings of the NATO Council are held about twice a year and usually attract wide-spread attention. Little publicity has ever been given, however, to the way in which NATO carries on between these full-dress meetings. In fact, there is perhaps no international organization of such importance as NATO about whose day-to-day functions so little is known in Canada and the other member countries. As can be seen from the charts on pages three and four, NATO is, in fact, a great co-operative enterprise of 15 nations, requiring continuing activity in many fields and dealing with many different aspects of international co-operation.

The Council

The North Atlantic Council is the supreme governing body of NATO and is composed of foreign ministers and, according to the agenda of the meeting, defence and finance ministers, assisted by senior civilian officials and ranking military officers. A foreign minister is President of the Council, the office rotating annually among member countries. As indicated above, ministerial sessions are held only about twice a year; between these meetings, however, the Council is in permanent session in Paris, where member governments are represented by permanent representatives, usually holding the rank of ambassador, (Mr. L. D. Wilgress is Permanent Representative of Canada to NATO).

The permanent representatives meet at least once a week at the Palais de Chaillot under the chairmanship of Paul-Henri Spaak, who in 1957 succeeded Lord Ismay as Vice-Chairman of the Council and Secretary-General of the Organization. On hand also, to provide both secretarial assistance and expert advice, are members of the international staff. The permanent representatives, armed with background information and recommendations prepared by the Council's subordinate bodies with the help of the staff, consider a widely assorted group of items. The business of a typical meeting may include a variety of matters, such as reports on international developments of concern to NATO, the plans of the Organization's military bodies for future

joint exercises, a suggested procedure for the preparation of correlated production programmes, or, perhaps, the budget of the Supreme Headquarters of the Allied Powers in Europe (SHAPE).

As Secretary-General, Mr. Spaak directs the international staff in the NATO Secretariat. This staff is made up of a number of divisions dealing with the various aspects—production questions, economic and financial questions, political questions—of the Organization's work on the civilian side. It assists in the work of the various committees of the Council and provides a body of experts which can undertake special studies as required.

NATO and Peace*

Men being what they are, there are not innumerable ways of ensuring their peaceful coexistence. Fundamentally there are only two. The first involves the renunciation of violence and, as its necessary corollary, submission to arbitration. The second, far less desirable, seeks through a balance of forces to discourage violence, and where necessary, to ensure that violence does not go unpunished.

Between these two methods there is all the distance separating a civilized community from a barbarian society. In the former, right prevails over might; in the latter, might maintains what is claimed to be the right. Now these two methods, although contradictory, are, in our modern world, applied simultaneously by the same men, the first to govern relations between citizens of individual states, the second to govern relations between states. Such is the paradox of our time that we can, at one and the same time, be civilized at home and barbarous abroad. I must say however, in defence of our statesmen, that their barbarism is forced on them since it is limited to opposing the deliberate barbarism of others.

It is useless to deplore it. There was a time when such barbarism governed relations between individuals. That time is now long past. The world has improved in that respect. There is no reason why progress should not continue. And it is continuing. Before the war we had the League of Nations. Since the war we have had the United Nations. However disappointing these efforts towards establishing a universal rule of law may be, they do constitute steps along a road that is still long, no doubt, but that leads inevitably to the renunciation of violence and submission to arbitration.

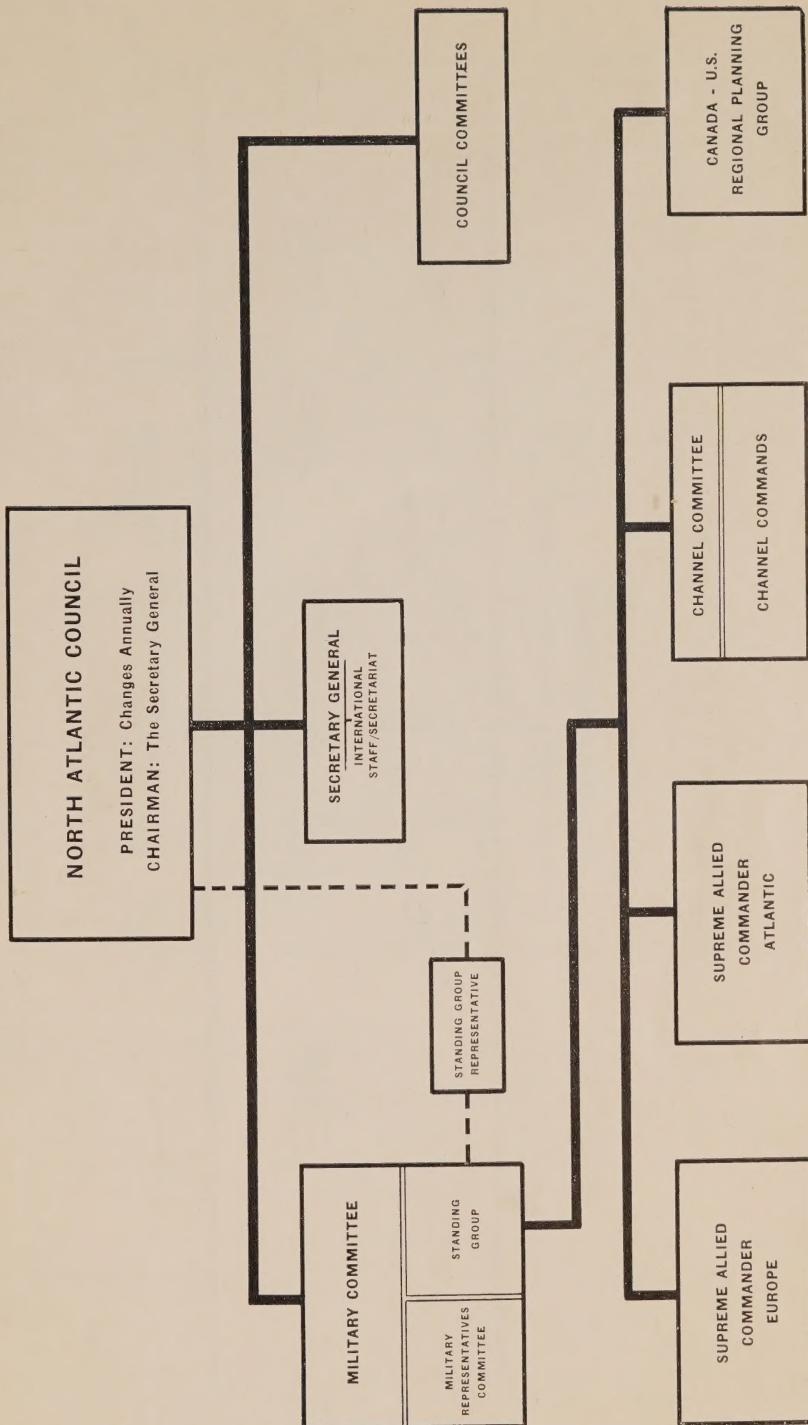
We have not yet reached that point and one is always wrong to be "right" too soon. We must live with our time. We must be realistic, and reality demands to-day that we forget for the moment our dream of a world ordered like a state, in which reliance is placed on the wisdom of the courts for the settlement of disputes and on the existence of a police force for the enforcement of laws.

We must continue to be strong to live at peace, and to be strong we must unite. That is what the NATO countries have understood and done. They have taken up arms again in order to be strong. Now they are striving to unite, more and more each day, in order to add spiritual strength to the strength of arms. Peace reigns because of that. Without it, it would reign no longer. This will still be true, I fear, for some time to come.

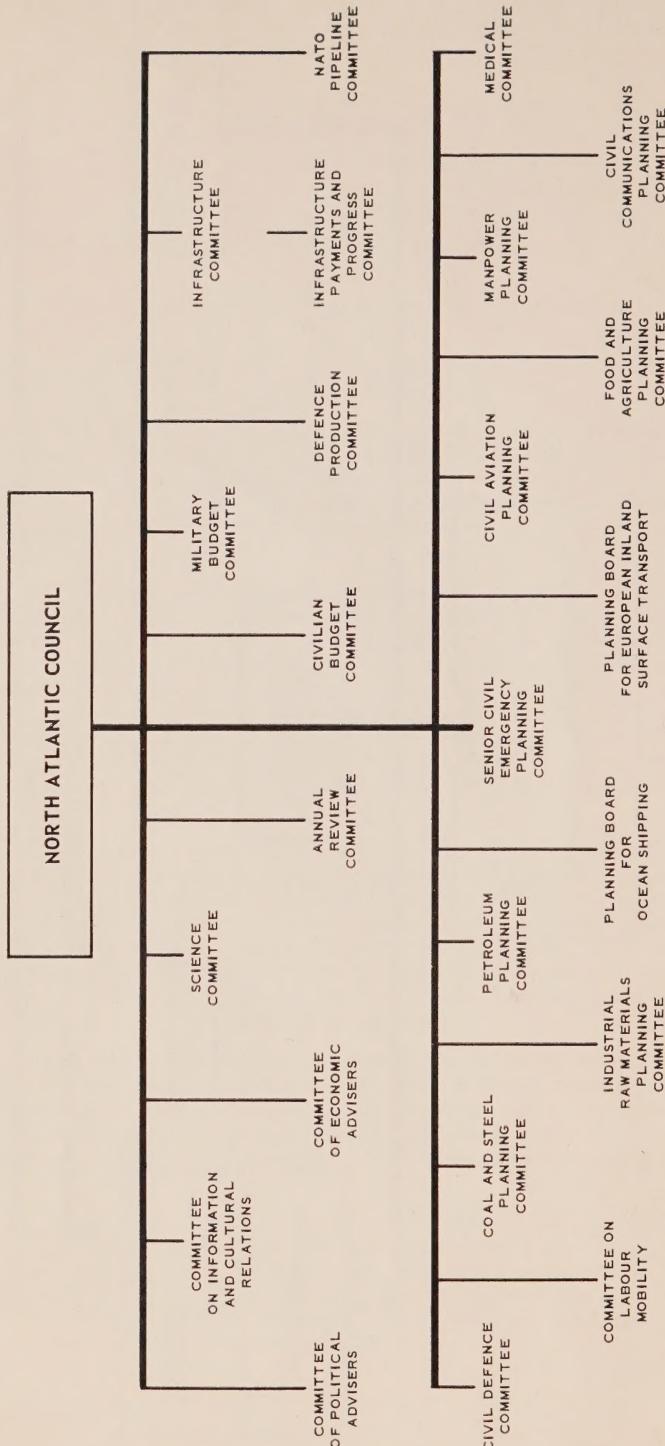
—Paul-Henri Spaak.

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NATO CIVIL AND MILITARY ORGANIZATION
MARCH 1957



PRINCIPAL COMMITTEES OF THE COUNCIL
MARCH 1957



The Civilian Side

Subordinate to the Council are both civilian and military bodies. On the civilian side, (see chart on page four), there are committees and working groups to deal with such aspects of the Organization's work as the Annual Review of member countries' defence plans, the construction of fixed military installations for the common use of the NATO forces (called "infrastructure"), budgetary control, information and cultural activities, emergency planning, civil co-operation, and security. Some of these topics may be considered by a single committee, others by three or more, each with or without its specialized working group. Each committee is responsible to the Council and each has a group of experts on the international staff working with it. All meet in Paris. Generally speaking, the chairman of these committees together with the secretaries are provided by the International Staff. In some cases chairmen may be drawn from the permanent delegations of the member countries in Paris.

A number of committees composed of national experts in specific fields also meet frequently to discuss problems of a technical nature.

The Military Side

On the military side, the senior organ reporting to the Council is the Military Committee, composed of the chiefs of staff of the member countries. It normally meets when the Council meets in ministerial session in order to provide the Council with military advice and receive from the Council political guidance. It is also responsible for providing general policy guidance of a military nature to the Standing Group. The Standing Group is the permanent executive body of the Military Committee. It is located in Washington and is composed of the Chiefs of Staff (or their representatives) of the United States, the United Kingdom and France. The other members of NATO are in continuous association with the work of the Standing Group by means of the Military Representatives Committee, which is also located in Washington, and which consists of representatives of the national military authorities. Thus, between meetings of the Military Committee, top level military direction and co-ordination is provided by the Standing Group, and the interests of all the member countries are safeguarded by the Military Representatives Committee.

In order to provide close and continuous contact between the work of these military bodies, located in Washington, and the Council, meeting in Paris, there is a Standing Group Representative, located at the NATO Headquarters. He or his assistants attend all Council meetings and important committee meetings and are responsible for bringing the viewpoint of the Standing Group to the attention of the Council and of seeing that the Standing Group is, in turn, fully informed of the Council's deliberations.

Direct military command of the NATO forces is delegated to the supreme commanders, who are perhaps as well known to the public as the Council itself. The new Supreme Allied Commander Europe (SACEUR) is General Lauris Norstad, United States Air Force, with headquarters at SHAPE, near Paris. He is responsible for the defence of northern, central, western and southern Europe (including Turkey) which, for this purpose, is divided into a number of subordinate naval, army and air commands. The Supreme Allied Commander Atlantic (SACLANT), with headquarters at Norfolk, Virginia, is responsible for the defence of the lines of communication across the Atlantic

Ocean. The Channel Committee in London co-ordinates defence preparations in the narrow waters bordering France, Belgium, The Netherlands and the United Kingdom. Under it is a Commander-in-Chief with headquarters at Portsmouth. For North America, there is the Canada-U.S. Regional Planning Group, with headquarters in Washington, which develops and recommends to the Military Committee, through the Standing Group, plans for the defence of the Canada-United States Region.

The Annual Review

Let us see how these various bodies on both the civilian and military sides work together on important problems with which the Organization has to deal in building up the defensive strength of the West. A good example is to be found in the process of the Annual Review of member countries defence plans, which provides the means whereby the organization as a whole can take stock of the progress made in the collective defence effort and, accordingly, make plans for the build-up of forces in future years.

Responsible under the Council for co-ordinating this work is the Annual Review Committee, one of the most active and important of the Council's subordinate bodies. In order to obtain the necessary information on the national defence plans, the international staff, under the guidance of the Annual Review Committee and in collaboration with the NATO military agencies, draws up a questionnaire for completion by member governments. At the same time, the supreme commanders take stock of the position of the forces under their command and prepare recommendations for changes in those forces designed to improve their effectiveness. When the replies of member governments to the questionnaire and the military recommendations have been received, the Annual Review Committee, the international staff and the NATO military agencies are in a position to examine the collective defence effort of NATO and to reconcile the military requirements with the national, political and economic capabilities.

In this process, various points of view are considered: national interests are represented in the Annual Review Committee; general political, economic and production considerations are contributed by the international staff; and military considerations are contributed by the Supreme Commands and the Standing Group. The results of this process of stock-taking and reconciliation in terms of recommended levels of forces for the NATO countries are embodied in a report which the Annual Review Committee prepares and the permanent representatives submit to the Council in ministerial session. The ministers in adopting decisions on this report also have before them the comments of the Military Committee.

Infrastructure Programme

Another phase of the Organization's work which illustrates the way in which the various bodies work together is the "infrastructure" programme. The initial judge of NATO forces requirements for their common use in the way of fixed installations such as airfields, communications and radar facilities is the NATO commander concerned. These "infrastructure" requirements are therefore submitted in the first place by the supreme commanders to the Standing Group, which in turn reviews them in the context of overall NATO military planning. Consideration must also be given, however, to the technical

and financial aspects of these requirements in order to ensure that the airfields and other "infrastructure" projects are constructed as economically as possible and are within the financial means of the countries which are to pay for them.

The Infrastructure Committee of the Council, assisted by technical experts of the international staff, is responsible for screening the military recommendations from this point of view. Their conclusions are submitted to the Council where member governments, either through their permanent representatives or through their ministers, negotiate the proportions in which the cost of the agreed programme should be shared. An outstanding accomplishment of the Council at the ministerial session in 1953 was agreement on a three-year financial arrangement for "infrastructure" which enabled the Supreme Commanders to make their construction plans up to 1957. The actual expenditure of funds on these projects is subject to a system of close financial supervision for which the Infrastructure Payments and Progress Committee is responsible. This Committee arranges that member countries contribute to the cost of construction in proportion to the agreed formula and sees that these contributions are spent as they should be.

Non-Military Activity of NATO

The activity of the North Atlantic Treaty Organization is not limited to purely military fields; NATO also forms a community of nations with a growing interest in non-military co-operation—that is political, economic and cultural co-operation.

In accordance with the recommendations of the Committee of Three approved at the ministerial session in December 1956, steps have been taken to ensure that greater attention be given to political consultations for the avoidance of serious differences among members and their rapid settlement should they arise. The principle of political consultation is not a new one for NATO, but the countries of the Atlantic Community had not previously asserted its necessity with as much force. According to the recommendations of the Committee of Three, governments of member states shall inform the Council of any event that might have serious consequences for NATO in order that a political consultation may take place before a decision is reached. This procedure represents considerable progress in the political field.

In 1957 a committee was set up to study problems that might affect the economic health of the Alliance. The activity of NATO in this field must take into account the work of the numerous international organizations in which the member states play a prominent part, and increased co-operation within these organizations and consultations within NATO itself will further the economic interests of the Atlantic Community.

At the Ministerial session held in December 1957, the principle of inter-dependence and the importance of political consultation and economic co-operation were further emphasized. It was also decided to establish a new Committee, the Science Committee, which could seek to stimulate co-operation in that field and to increase the effectiveness of national effort through the pooling of scientific facilities and information and the sharing of tasks.

In the fields of culture and information, NATO continues to make a great effort to promote exchanges and a deeper mutual knowledge among the people of the member states. Among other things, a programme of scholarships and fellowships has been set up and subsidies were granted for international

seminars on NATO at Oxford University in 1956 and at Princeton University in June 1957. Moreover, two conferences for leaders of youth movements were organized at the Palais de Chaillot and an expert in this field was added to the staff of NATO's Information Service. In addition, groups of parliamentarians from the countries of the Alliance meet periodically to discuss the problems of the Community and to propose solutions.

In the field of information, efforts are being continued by NATO and the member states to increase public knowledge about the Alliance by publicising its purposes, its activities, and accomplishments. Groups of visitors representing all levels of opinion are received at the Palais de Chaillot and annual tours for journalists enable representatives of the press to visit the NATO countries. Atlantic Treaty Associations have been founded in most of the member states. The Canadian Atlantic Co-ordinating Committee assists, through lectures and discussion groups, in making known the purposes of NATO and in spreading the concept of an Atlantic Community.

Canada's Contributions to NATO

The Canadian contribution to the North Atlantic Treaty Organization consists especially of an infantry brigade and an air division of twelve jet fighter squadrons stationed in Europe under the orders of SACEUR. In addition, more than forty units of the Royal Canadian Navy are placed under the control of SACLANT and participate in the protection of the North Atlantic area. As an indirect contribution, Canada trained, from the signing of the Treaty up to December 1957, more than 2,750 pilots and 2,400 navigators for certain member states of NATO. Canada has also provided members of the Alliance with military equipment. Among other things, Sabre V's were delivered to the Federal Republic of Germany and aircraft engines to Italy and Turkey; in August 1957 the Government announced that it would provide Turkey during the following months with ten escort vessels of the Bangor class. In all, from the inception of the plan up to December 30, 1957, Canada has contributed more than \$1,465,000,000 to the Mutual Aid Programme.

As a very important contribution to NATO, Canada guarantees, in close co-operation with the United States, the security of the North American area. Three radar networks, covering Canada from east to west, have been set up to warn headquarters in the event of an air attack and the Royal Canadian Air Force, jointly with the United States Air Force, protects Canada's Arctic frontier.

The many-sided work of NATO never ceases. The permanent representatives consult regularly in Paris, and, through civilian committees, carry on continuous deliberations. Military bodies function daily in varied places. At the Palais de Chaillot, the international staff representing all fifteen member nations carries out assiduously its daily work under the leadership of the Secretary-General. The total co-operative effort whereby like-minded nations adjust their viewpoints and requirements in order to achieve common objectives presents an excellent example of how complex international machinery can be made to function in a democratic alliance.

More ample information on NATO may be obtained from the following publications of the NATO Information Service, Palais de Chaillot, Paris:

Lord Ismay: "NATO, the first five years, 1949-1954" (280p.)

"The North Atlantic Treaty Organization (1957)" (a handbook, 76 pages)

"Facts About NATO" (loose-leaf book, 200p.)

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